

ITEM	1
MANAGER'S REPORT NO.	37
COUNCIL MEETING	91/06/03

TO: MUNICIPAL MANAGER 1991 MAY 29

FROM: DIRECTOR PLANNING & BUILDING INSPECTION

SUBJECT: HASTINGS STREET AREA PLAN

PURPOSE: To request Council adoption of the Hastings Street Area Plan and authorize staff to pursue implementation of the Plan.

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**RECOMMENDATIONS:**

- 1) THAT Council adopt the Hastings Street Area Plan as the guideplan for the area and that staff be authorized to pursue the following implementation steps:
  - a) The preparation of detailed new zoning regulations for the existing C3, C4, C6b and R5 zoned areas recommended for change in the Plan.
  - b) The preparation of a detailed set of guidelines for the redevelopment of the proposed parking/housing site opposite the Post Office on the north-west corner of MacDonald Avenue and Pender Street and for the Urban Renewal site.
  - c) The preparation of guidelines for the design of the surface public parking lot sites.

**R E P O R T**

**1.0 BACKGROUND:**

The Hastings Street Area Plan has been prepared by the Hastings Street Advisory Committee and discussed through an extensive public process involving broad public circulation of drafts of the Plan, an "Open House" followed by certain adjustments, and a Council-sponsored public meeting on 1991 April 29 which provided residents, business people and property owners with an opportunity to present their views directly to Council regarding the proposed plan.

The purpose of the new Plan is to replace the existing adopted 1969 high-density Community Plan with a lower density urban "village" concept that will accommodate a district level commercial centre with associated low-scale residential development. Highlights of the plan include:

- a) encouraging incremental, small lot residential and commercial redevelopment;
- b) rezoning of the commercial area to provide an incentive for village scale commercial uses with residential potential;

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- c) rezoning of portions of the apartment area to encourage low scale townhouse development;
- d) provision of designations for medium density frame apartments through rezoning and encouragement of social housing on key sites; 102
- e) increased parking and street improvements in conjunction with a Downtown Revitalization Program.

A copy of the text of the Plan and a map with the adjustments to date is attached as Appendix I.

The purpose of this report is to provide a review of the comments received, and to obtain Council approval of the Plan and authority for staff to prepare the necessary implementation steps in terms of revised zoning categories that are proposed in the Plan to pursue implementation.

## 2.0 REVIEW OF COMMENTS FROM 1991 APRIL 29 PUBLIC MEETING WITH COUNCIL:

(Refer attached Appendix II)

### 2.1 Commercial Land Use Comments

Several speakers indicated support for the proposed rezoning of the area along Hastings Street as recommended in the Plan. However, this aspect of the Plan was a source of concern to one of the owners who spoke regarding the 3900 block Hastings.

#### Response

While it is recognized that it is the the aspiration of some owners to build retail-office buildings to a 5.0 to 6.0 F.A.R. that are theoretically possible on a lot under the C3 zoning, this type of tall office building on a small site would be unprecedented in this area or in other parts of Burnaby. It is noteworthy that this was the only negative representation received from a property owner on the subject of the proposed rezoning from C3 to a new mixed residential/commercial or office zone with a maximum four-storey height.

### 2.2 Residential Land Use Comments

Property owners in the 200 block South Boundary Road at the north-west end of the Plan area submitted a letter expressing concern that they were excluded from the area proposed for higher density townhouse or apartment redevelopment. There were no other expressed concerns about the boundary line proposed between the retained single-family areas and the blocks proposed for redevelopment.

#### Response

Generally the Plan has been well received by residents and owners in terms of redevelopment boundaries. In this case, the Committee's view was that Boundary Road represented a separate block front, distinct from the Albert Street frontage, and should be considered separate from the Plan area. This view is considered valid and a north-south lane would be maintained as a line of separation. In the future if the redevelopment in the area created pressure for additional redevelopment sites, two lots on the Boundary Road could possibly be included if considered warranted. No change to the Plan is proposed at this time.

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2.3 Parking Lots Comments

The provision of surface parking areas at the corners of the north-south Avenues and the Albert and Pender intersections raised concerns about the appearance of the lots in terms of loss of green space and use of the lots at night.

Response

The parking lots are to be landscaped and provided with buffer areas to make the lots compatible with their residential setting. Existing trees are to be retained where possible. Illumination of the lots in a manner which minimizes the impact on nearby dwellings is proposed.

2.4 Heritage Buildings

A comment was made that there are some commercial buildings which may have heritage merit in the area.

Response

The proposed four-storey limit and smaller lot assembly requirements may encourage the retention of those older buildings which could be replaced by new buildings built to a fairly high density at the present time. A more detailed report on a Municipal-wide heritage resource management policy is to be undertaken in the future to address the issue of the preservation of heritage buildings and resources of value to the community.

3.0 NEXT STAGE: IMPLEMENTATION

3.1 Issues for Consideration

In the course of the public discussions regarding the plan many related issues of a technical nature have been brought forward.

Examples of these issues include:

- minimum and maximum frontages for lot assembly
- mix of uses
- question of the effects of rezoning upon existing uses
- preparation of detailed zoning requirements for areas to be rezoned
- preparation of design guidelines for specific sites, e.g. parking/institutional site, the urban renewal site, parking lot areas/landscaping locations

3.2 Process

It is proposed that staff be directed to prepare specific zoning regulations for each district that is to be considered for rezoning and present these to Council prior to initiation of the rezoning process.

The new categories will include:

- Proposed 2 - 1/2 storey Albert and Pender townhouse zone - (replacement for current zoning in these areas, presently zoned R5);

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- Proposed four-storey Hastings core commercial/office/residential - (replacement for current zoning in these areas, presently zoned C3 and C4);
- Proposed four-storey Hastings non-core commercial/office/residential - (replacement for current zoning in these areas, presently zoned C3, C4, C6b);
- Proposed 3 - 1/2 storey CD residential zone guidelines.

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Upon completion of the new draft zoning categories, a further report will be submitted to Council to advance the implementation of this plan and provide for a Public Hearing on the new zoning categories.

  
A. L. Parr  
DIRECTOR PLANNING &  
BUILDING INSPECTION

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Attachments:

- 1) Comments from Public at 91 04 29 Council Meeting (Appendix I)
- 2) Copy of Plan as amended to date (Appendix II)

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1991 APRIL 29

A Public Meeting was held in the Council Chamber, Municipal Hall, 4949 Canada Way, Burnaby, B.C. on Monday, 1991 April 29 at 7:30 p.m.

PRESENT: Mayor W.J. Copeland, In the Chair  
Aldermen D.R. Corrigan  
Alderman D.P. Drummond  
Alderman D.G. Evans  
Alderman L.A. Rankin  
Alderman C.M. Redman  
Alderman J. Young

ABSENT: Alderman D.A. Lawson  
Alderman E. Nikolai

STAFF: Mr. D.G. Stenson, Deputy Director Planning and  
Building Inspection  
Mr. B. Rapanos, Planner  
Mrs. M. Pasqua, Administrative Officer

The Public Meeting was called to order at 7:41 p.m.

Burnaby Municipal Council arranged for this Public Meeting specifically to hear comments from interested persons regarding the new proposed Hastings Street Area Land Use Plan. Once the Public Meeting has been held, Council will consider the comments received, consider any necessary adjustments to the Plan and then consider final approval of the Hastings Street Area Plan.

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An undated letter was received from Patricia Haley-Tsui, 3956 E. Hastings Street, Burnaby, V5C 2H8 suggesting that every Sunday morning, from May to October, either Hastings, Albert or Pender Street be closed off from traffic and be used for bicycles only. The writer felt this suggestion would enhance the livability of North Burnaby residents, promote fitness and make the residents feel they have been offered a compromise to the constant din of traffic.

A letter dated 1991 April 25 was received from Pam and Brian Davidson, 252 S. Boundary Road, Burnaby, B.C., V5K 4R7 advising that the proposed Land Use Plan for the Hastings Street Area would have a grave effect of their property. The originally proposed Plan for the block included their property in the proposed 3 1/2 storey townhouse designation. The Plan currently proposed excludes only their property from the designation for the entire block. The writers requested Council amend the proposed Land Use Plan to include their property in the proposal.

Mr. Bill Rapanos, Planner presented a brief overview of the proposed Hastings Street Area Plan.

Catherine Homenchuk, 4123 Pender Street, Burnaby addressed Council with concerns as to how traffic patterns in the area would be affected as a result of implementation of the proposed land use plan. Ms. Homenchuk also expressed concern regarding upgrading of lanes abutting Hastings Street. Traffic, including large trucks, is currently using laneways which is creating a hazardous situation for pedestrian traffic. In concluding, the speaker questioned if the proposed block-end parking lots would be patrolled on a regular basis to discourage speeding traffic and loitering.

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Raymond McCurrach, 3908 Albert Street, Burnaby addressed Council suggesting that block-end parking as proposed in the new land use plan be replaced with mini parks. Mr. McCurrach was of the opinion that parking in the area is only a problem during mid day periods on Sundays. 106

Susan Wah, owner of property in the 3900 Block Hastings Street addressed Council regarding financial and economic concerns for her property with the implementation of the new land use plan for the area. Ms. Wah also made mention of the change in floor area ratio from 6.0 to 2.2 which would also have an effect on the local area in terms of density. The speaker concluded by recommending her specific block be zoned for commercial use, not a mixed use as proposed.

Mary Odegaarden, 4209 Pender Street, Burnaby addressed Council inquiring if her property would become a parking lot as stated in the proposed new plan. Ms. Odegaarden also expressed concern regarding traffic congestion in the area and trucks regularly using laneways.

Denna Sumera, 4212 Pender Street, Burnaby addressed Council and advised that, in her opinion, block-end parking will negatively change characteristics of the neighbourhood. Ms. Sumera recommended multi-level parking be constructed at existing parking lot locations and that this parking be kept in the commercial core area.

Michael Chow, 4100 Block Yale Street, Burnaby addressed Council advising that the new Hastings Street Area Plan would have an adverse effect on the residents and property values in the residential area north of Hastings Street. Mr. Chow recommended a "Kensington Square" type of development on Hastings Street in order to maximize land use.

Edward Wood, owner of Regent Fish Market in the 4000 Block Hastings Street addressed Council in support of the proposed Hastings Street Area Land Use Plan.

Vera Banner, President of the Heights Merchants Association and owner of Adele Rae Florist in the 4000 Block Hastings Street addressed Council in support of the proposed land use plan as it would be of benefit to the business community.

Jorgen Johansen, 4100 Block Pender Street, Burnaby addressed Council advising that the "village" atmosphere is only a concept which will not become a reality. There is a need for a commercial area with ample underground parking.

Brian Davidson, 252 S. Boundary Road, Burnaby addressed Council and questioned the designation of his property in the proposed plan which would see 3 1/2 storey development in the whole block with the exception of his property. Mr. Davidson requested that the block remain residential.

Silvia Giovinazzo, owner of Rocky's Meat Market, 4342 Hastings Street, Burnaby addressed Council in full support of the proposed Hastings Street Area Land Use Plan.

Glen Reid, 3911 Pender Street, Burnaby addressed Council regarding the heritage aspects of some of the buildings on the south side of the 3900 block Hastings Street.

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Pauline Mudrokoff, 3743 Albert Street, Burnaby addressed Council in strong support of the proposed land use plan. The plan reflects input of the citizens who live in the community. Ms. Mudrakoff suggested that the 150 foot Comprehensive Development designated lots need to be looked at again in terms of whether or not they would be of sufficient size to accommodate the designation.

Catherine Homenchuk, 4123 Pender Street, Burnaby again addressed Council requesting an explanation of floor area ratios. Ms. Homenchuk concluded by requesting Council give consideration to placement of speed bumps in the lanes.

There were no further submissions received regarding the proposed Hastings Street Area Land Use Plan.

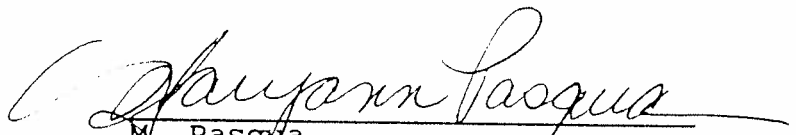
A D J O U R N M E N T

MOVED BY ALDERMAN CORRIGAN:  
SECONDED BY ALDERMAN EVANS:

"THAT this Public Meeting regarding the Hastings Street Area Land Use Plan be now adjourned."

CARRIED UNANIMOUSLY

The Public Meeting adjourned at 9:05 p.m.

  
M. Pasqua  
Administrative Officer

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HASTINGS STREET AREA LAND USE PLAN

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BACKGROUND

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The Hastings Street Area is bounded by Boundary Road on the west and Willingdon Avenue on the east. The northern boundary of the study area is the lane north of the houses and apartments fronting on Albert Street; the southern boundary is the lane behind the properties on the south side of Pender Street.

A Community Plan for this area was adopted by Burnaby Council in June of 1969 which recommended a mix of commercial uses and high-rise apartment buildings. In September of 1987, Council considered a draft plan for the Hastings Street Area which would have reduced the area recommended for high-rise apartments and expanded the commercial area over the existing plan. This draft plan revision was referred back to staff in order that further input from citizens and local business people in the area could be obtained.

In September of 1988, Burnaby Council established an Advisory Committee to address the land use planning for the area and advertised for volunteers in the newspaper. In February 1989, a seventeen member Hastings Street Advisory Committee was appointed comprised of five representatives from Burnaby Heights, five representatives from Willingdon Heights, five representatives of the Hastings Merchants Association, one representative of the Gilmore Community School, and one Council representative.

Several months after the Committee began its regular meetings, it was decided to hire a consultant to work with the Committee to prepare a draft Hastings Street Area Land Use Plan. Proposals were solicited and, in November of 1989, a consultant was selected. Since that date, the Committee has met on a regular basis and prepared a series of recommendations for consideration by the community at a public open house.

On June 20, 1990, the Hastings Street Advisory Committee sponsored a public open house in the Gymnasium of the Gilmore Community School. This open house was attended by approximately 300 people (262 people signed in at the door); 166 questionnaires were returned responding to the display. Based on the response at the public open house, the Committee refined and changed some of its recommendations and agreed on a plan to submit to Burnaby Council.

The Hastings Street Area Land Use Plan is organized into six subject areas, based on the topics addressed in the Committee's statement of its Goals and Specific Objectives for the Hastings Street Area:

1. Area Character
2. Commercial Mix
3. Residential Mix
4. Traffic
5. Parking
6. Pedestrian Amenities



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INTEGRATED GOALS STATEMENT

The Hastings Street Area Committee has adopted Goals and Specific Objectives as a basis for the Hastings Street Area Land Use Plan. These Goals were developed through discussions in the Committee and in response to a community survey sponsored by the Committee.

The following goal statements were ratified by the Hastings Street Area Committee on 21 March 1990:

1. AREA CHARACTER

1.1 Goals

- . To maintain the existing land use mix, scale, and view opportunities of the area.
- . To retain the "village" atmosphere of the retail shopping core.
- . To strengthen the identity of the area as a pedestrian-oriented shopping destination.

1.2 Specific Objectives

To minimize conflicts between new development and the existing neighbourhoods.

1.3 Suggested Solutions

- . Downtown Revitalization program.
- . Promote small lot development.
- . Encourage retention of historic buildings.
- . Promote development of vacant properties.
- . Encourage upgrading and cleaning of existing uses in area.

2. COMMERCIAL MIX

2.1 Goals

- . To encourage small, independent businesses which serve the needs of the adjacent residential neighbourhoods to locate and stay on Hastings Street.
- . To ensure a pedestrian-oriented, retail commercial mix on Hastings Street, especially at ground level.

2.2 Specific Objectives

- . To help existing businesses to stay in the area.
- . To encourage an increase in the number of offices in the area.

2.3 Suggested Solutions

- . Not actively seek financial institutions to locate in the area.
- . Promote small lot commercial development.
- . Establish a Business Improvement Area.
- . Encourage commercial uses to have access on the lane side.
- . Focus pedestrian-oriented retail in the blocks at the top of the hill.
- . Encourage developments along Hastings with residential uses on the upper floors.
- . Do not permit any more gas stations.

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3. RESIDENTIAL MIX

3.1 Goals

- . To promote a mix of residential development which includes affordable housing, seniors' housing, and family housing.
- . To encourage a range of housing forms including ground-oriented multiple family housing and residential uses above the ground level over commercial along Hastings Street.
- . To maintain a community with diverse ages, incomes, and ethnic backgrounds.

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3.2 Specific Objectives

- . To prevent high rise development.
- . To minimize the impact of traffic and its noise on residential uses.

3.3 Suggested Solutions

- . Promote mixed residential and commercial development along Hastings Street.
- . Residential development to include family-oriented townhousing.
- . Encourage redevelopment of run-down and derelict houses.

4. TRAFFIC

4.1 Goals

- . To minimize the impact of the heavy volume of traffic along Hastings Street on both residential and commercial uses in the area.

4.2 Specific Objectives

- . To minimize the impact of Hastings Street traffic on pedestrian movement.
- . To discourage use of Pender and Albert Streets by commuter traffic.
- . To maintain pedestrian safety and the pedestrian environment along Hastings Street.

4.3 Suggest Solutions

- . Increase the capacity of the Lougheed Highway and 401 Freeway corridors to be the primary commuter routes for the Northeast Sector.
- . Implement a form of rapid transit serving North Burnaby, Port Moody, Coquitlam, and communities to the east.

5. PARKING

5.1 Goals

- . To provide more free public parking for commercial uses.
- . To retain existing on-street parking on Hastings Street.

5.2 Specific Objectives

- . To minimize conflicts between parking and existing neighbourhoods.

5.3 Suggested Solutions

- . Develop parking on small parcels throughout area. Utilize cross-streets for angled parking.
- . Improve lanes behind Hastings Street for parking and for both vehicular and pedestrian access.

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6. PEDESTRIAN AMENITIES

6.1 Goals

. To improve the pedestrian environment.

6.2 Specific Objectives

. To provide more pedestrian amenities and more public open space.

6.3 Suggested Solutions

- . Downtown Revitalization program.
- . Pedestrian-oriented retail interest.
- . Canopies.
- . Wider sidewalks.

1. AREA CHARACTER

Existing Situation

The Hastings Street Area is comprised of commercial uses, primarily small retail stores, fronting on Hastings Street, and of residential uses, generally single family homes and three storey apartments, fronting on Albert and Pender Streets.

The commercial area serves both a large, stable residential population in the adjacent Burnaby Heights and Willingdon Heights neighbourhoods and a commuter population which uses Hastings Street as its route in and out of Vancouver.

Historically, shopping on Hastings Street has been important to developing and sustaining a sense of neighbourhood in the surrounding residential areas. Residents become known to shopkeepers and the providers of other local services and come to appreciate the personal service they receive. Neighbours meet each other while shopping and have a chance to chat informally. The commercial area functions, in a sense, as the "village" for its large, surrounding residential area.

Recommendations for Change

The intent of the Hastings Street Area Plan is to protect and foster the "village" character of the commercial area. In specific terms, this means encouraging a diversity of small scale, pedestrian-oriented retail uses along Hastings Street. Commercial uses which are out of scale or not in keeping with this "village" function will not be permitted in the future. Uses which support a lively, pedestrian shopping area, such as residential uses over shops, will be encouraged. Redevelopment of existing small lots will be permitted however subdivision of existing lots would not be permitted.

With respect to residential uses, the rezoning of large properties for high density residential development is not considered to be compatible with the scale of the majority of the residential development in the study area. There may be a few sites within the Hastings Street Area which could be suited for assembly and comprehensive development, particularly the "urban renewal" site immediately west of Ingleton Terrace. However, most of the residential land in the area should be zoned for uses in scale with existing residences.

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Residents support a diversity of age, income, and ethnic groups living in their neighbourhoods. It is felt that the residential areas are generally strong and stable; the number of new homes built in the last few years is an indication of the viability and attractiveness of these neighbourhoods. New residential uses should be encouraged which attract families to the Hastings Street Area; this will help support the local schools. Opportunities for affordable family housing and for housing suited to senior citizens, especially those giving up single family homes in the neighbourhood, are particularly important objectives for the Plan to achieve.

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The specific recommendations for both the commercial and the residential land in the study area are presented in the following two sections on the commercial mix and the residential mix.

## 2. COMMERCIAL MIX

### Existing Situation

At present, there is a wide variety of commercial uses along Hastings Street, most of these uses are located within one and two storey buildings with narrow frontages reflecting the small lot subdivision and development pattern of the area. The retail mix and the intensity of pedestrian activity is currently focused in the three-block-long area east of MacDonald and west of Madison which serves as the core of the shopping area at present.

The dominant form of historical commercial zoning in this area has been the General Commercial District (C3) which is designed to serve the needs of a large consumer population, both on a local and municipal level. The C3 zone permits a very wide range of commercial uses, including business and office uses. Building heights of up to 37 metres (121.39 feet) or 10 storeys are allowed. The maximum floor area ratio is 5.0. To date, developers have not built office buildings up to the permitted density and height due to a lack of demand for high-rise offices in the study area. This market situation could change in the future with the result that the "village" character of Hastings Street would be dramatically altered by the construction of large, urban office buildings similar to those along West Broadway around Cambie and Oak in Vancouver.

Other commercial zones are present in limited areas in the study area: gas stations under the Service Commercial District (C4) or the Gasoline Service Station District (C6B) and lower floor retail and offices within the Comprehensive Development Districts (CD) for the two high-rise developments by the Bosa Group. Some institutional zoning is also present for the fire station, the post office, and parking lots serving the commercial area.

### Recommendations for Change

The properties currently zoned C3, C4 or C6B are to be rezoned to new zoning categories designed specifically to achieve the goals and objectives for the Hastings Street Area. If, in the future, any of the institutional uses within the area are abandoned, then these sites would also appropriately be rezoned to the new commercial zones, based on their location within or outside of the core. Two new zoning districts will be created: one for the core area to reinforce its pedestrian orientation by requiring a limited mix of small-frontage retail uses and another for the remainder of the properties in the study area which allows a wider range of permitted uses.

The regulations for the scale of development in both the core and non-core commercial areas are generally the same; only the lists of uses permitted and the maximum permitted frontage are different (refer to the charts).

In time, if other blocks achieve a commercial/retail mix similar to those of the core blocks, it could be desirable to make a minor zoning amendment to include them in the core as well.

The key features of the commercial zoning districts are:

1. A maximum building height of four storeys. Above the second floor, 45 degree angles of containment are recommended both to permit sunlight penetration along Hastings Street and to remove upper-floor uses from the noise of traffic.
2. The potential to redevelop a site the size of the standard small lot in the area. This potential would be encouraged by the creation of a municipally-administered parking fund which would allow commercial parking requirements to be met off-site through a payment in-lieu. The precedent for a parking fund has been set by Burnaby in Metrotown.
3. The encouragement of residential uses in the second, third, or fourth storeys of a new development. Recent surveys of residents of suites along major commercial routes in the City of Vancouver have demonstrated a high level of satisfaction when construction quality is adequate and design incorporates noise buffering elements.
4. The introduction of a building setback of 2.0 metres for commercial buildings to create, over time, wider sidewalks. It is recommended that the setback area be paved to match the sidewalk in the public realm but that it remain in private ownership. Private ownership would facilitate the installation of fabric or fixed canopies over the sidewalk within this setback.
5. Limiting the frontage on an individual commercial establishment to a maximum of 15 metres (50 feet) within the core area to encourage both diversity and small-scale use for the sake of pedestrian interest along the street. In the non-core area, commercial frontages are recommended to be limited to 20 metres (66 feet).
6. The elimination of a number of commercial uses from the Hastings street level which are currently permitted but which are not suited to the "village" character of Hastings Street, such as automobile parts stores, shopping centres, and taxi dispatch offices (refer to the lists of recommended uses).

New commercial development should support the urban design objectives of the Plan. Specifically, retail commercial establishments are encouraged to front both on Hastings Street and on pedestrian routes perpendicular to Hastings. These pedestrian routes can include both the sidewalks of perpendicular side streets or pedestrian pass-throughs at mid-block locations. The new commercial zoning for Hastings Street should make provisions to encourage the creation of pass-throughs by excluding the floor area of such pedestrian connections through buildings and the space on the floors directly above from both F.A.R. calculations and parking space requirements.

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RECOMMENDED BUILDING REGULATIONS FOR THE NEW COMMERCIAL ZONES  
ON HASTINGS STREET (AREA TO BE REZONED)

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- Height of Buildings: 4 storeys (16 m/52.5 feet). Storeys above the second floor of a building to be setback so that the structure is contained within a building envelope defined by a 45 degree angle from the ceiling of the second floor at the front building setback.
- Lot Area and Width: Permit redevelopment on the existing small size lot in the Hastings Street Area.
- Floor Area Ratio: 2.0 with an additional bonus of up to 1.0 for underground parking. Pedestrian pass through areas between the lanes and Hastings as well as the area above are to be exempted from F.A.R.
- Front Yard: 2.0 metres (6.57 feet).
- Side Yards: Not required.
- Rear Yards: 6.0 metres (19.69 feet).
- Maximum Commercial Frontage: 15 metres (50 feet) in the core area; 20 metres (66 feet) in the non core area for individual shop fronts within buildings.
- Off-Street Parking: Off-street parking should be provided to meet the requirements of the Zoning By-Law. A parking fund should be created and administered by the District of Burnaby for the purpose of providing an alternative means to achieve the required off-street parking for commercial (but not residential) use off-site in a free public municipally-owned parking lot.
- Off-Street Loading: To meet the requirements of the Zoning By-Law.

RECOMMENDED USES FOR THE CORE COMMERCIAL/RESIDENTIAL ZONE ON HASTINGS STREET (AREA TO BE REZONED)

Uses Permitted:

- (1) Banks, with frontage on Hastings Street to 4.5 metres (15 feet).
- (2) Business and professional offices, with only a maximum of 3.0 metres (9.84 feet) of frontage off of Hastings Street permitted.
- (3) Cafes and restaurants (excluding drive-in restaurants).
- (4) Clubs and lodges, on second floor or above.
- (5) Commercial schools, on second floor or above.
- (6) Health service centres, reducing salons, steam baths, on second floor or above.
- (7) Personal service establishments:
  - barbershops, beauty parlours, dry cleaning establishments (for the collection and delivery of articles but not for the treatment, cleaning or processing of such articles), dry cleaning shops (automatic self-service only), electrical appliance repair shops, florist shops, launderettes, optical or watch repair shops, outdoor garden shops (for not more than six months in any year), photographic studios, shoe repair shops, tailor shops, dressmaking shops and similar establishments.
- (8) Public assembly and entertainment uses, but not at the ground level, except for a narrow entry.
- (9) Retail stores that sell new or used goods.
- (10) Offices and studios on the second floor or above.
- (11) Dwelling units located above the first storey of a building, subject to the following conditions:
  - (a) That the ground floor frontage of the building to a minimum depth of 10 metres (32 feet) shall be used for commercial purposes.
  - (b) That for each suite, one on-site parking space shall be provided, located in such a way that utilization of the secondary access of the commercial premises is not impaired.
  - (c) That a completely separate public entrance to the apartment accommodation shall be provided from the ground floor front elevation, except that on a corner lot access may be from the ground floor side street elevation.
  - (d) Where a floor is residential; no other uses will be permitted.
- (12) Accessory buildings and uses.
- (13) Neighbourhood public houses. The frontage on Hastings Street to be limited to 7.5 metres (24.6 feet).

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**RECOMMENDED USES FOR THE NON-CORE COMMERCIAL/RESIDENTIAL ZONE ON HASTINGS STREET (AREA TO BE REZONED)**

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**Uses Permitted:**

- (1) Banks, with frontage on Hastings Street to 4.5 metres (15 feet).
- (2) Business and professional offices.
- (3) Cafes and restaurants (excluding drive-in restaurants).
- (4) Clubs and lodges, on second floor or above.
- (5) Commercial schools, on second floor or above.
- (6) Health service centres, reducing salons and steam baths.
- (7) Personal service establishments:
  - barbershops, beauty parlours, dry cleaning establishments (for the collection and delivery of articles but not for the treatment, cleaning or processing of such articles), dry cleaning shops (automatic self-service only), electrical appliance repair shops, florist shops, launderettes, optical or watch repair shops, outdoor garden shops (for not more than six months in any year), photographic studios, shoe repair shops, tailor shops, dressmaking shops and similar establishments.
- (8) Public assembly and entertainment uses, but not at the ground level, except for a narrow entry.
- (9) Retail stores that sell new or used goods.
- (10) Offices and studios on the second floor or above.
- (11) Dwelling units located above the first storey of a building, subject to the following conditions:
  - (a) That the ground floor frontage of the building to a minimum depth of 10 metres (32 feet) shall be used for commercial purposes.
  - (b) That for each suite, one on-site parking space shall be provided, located in such a way that utilization of the secondary access of the commercial premises is not impaired.
  - (c) That a completely separate public entrance to the apartment accommodation shall be provided from the ground floor front elevation, except that on a corner lot access may be from the ground floor side street elevation.
  - (d) Where a floor is residential; no other uses will be permitted.
- (12) Accessory buildings and uses.
- (13) Neighbourhood public houses. The frontage on Hastings Street to be limited to 7.5 metres (24.6 feet).
- (14) Establishments, of not more than 140 square metres (1,506.90 square feet) in gross floor area, providing photocopying and duplicating services.
- (15) Retail sale of new furniture.

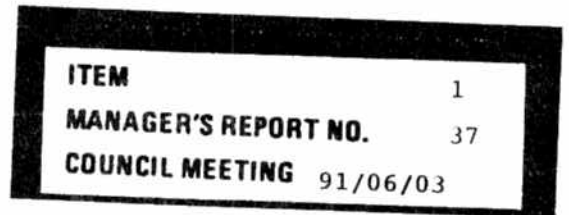
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3. RESIDENTIAL MIX

Existing Situation

Current Zoning and Development



The predominant residential zoning in the Hastings Street Area is the R5 Residential District which permits both single family and duplex homes. However, as a consequence of the small standard lot size in the area, most of the R5 properties are developed with single family dwellings.

The neighbourhoods immediately to the north and south of the study area are both stable residential areas with largely R5 zoning. For this reason, some of the blocks in the study area are considered to remain viable in R5 zoning into the future.

A number of blocks in the study area contain three storey apartment buildings developed under the RM3 Multiple Family Residential District. These apartment buildings provide accommodation, typically on a rental basis, to young, single people, often students at Simon Fraser University and to seniors - people often not suited to the larger single family homes in the area. As a result, the Hastings Street Area has a range of income and age groups. In addition, one small multiple family development occurred under RM2 zoning at the northwest corner of Albert and Willingdon.

Other residential development in the study area was developed or is proposed under the Comprehensive Development Districts (CD) zoning: the Bosa Group projects at Boundary and Hastings and at Ingleton and Hastings and the presently approved development for the old Eagle Ford site.

Proposed 2 1/2 Storey Townhouse Area

The intent of the residential zones on Pender and Albert Street is to permit development of townhouses as well as the single family and duplex dwellings currently permitted under the R5 Residential District. It is considered desirable to create housing for families with children which is ground-oriented but also more affordable than the typical single family home in the area. The form of development is denser than R5 but is designed to permit buildings which are in keeping with R5 dwellings in terms of their height, massing, and front and side yard setbacks.

The key features of the 2 1/2 storey residential zone are:

1. A maximum building height of 9.0 metres (29.53 feet) or 2 1/2 storeys corresponding to the R5 zone.
2. The ability to develop an assembly as small as two typical small single family lots (20 by 31 metres or 66 by 102 feet).
3. An outright permitted floor area ratio of 0.9, established based on calculations of what estimated townhouse densities could compete in the market with new single family home construction.
4. The potential to use garage, carport, or surface parking off the lane for family-oriented large townhouses as an alternative to underground parking.
5. Maximum building frontages to ensure that the new buildings respect the character and scale of existing homes.
6. A larger rear setback than that required in R5 to ensure livable private outdoor space.

Encouragement of Comprehensive Development of Specific Blocks

A number of the blocks in the Hastings Street Area are considered to be suitable for rezoning under the Comprehensive Development Districts (CD) with a form of development tailored to the specific needs of the site and its proposed uses.

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RECOMMENDED BUILDING REGULATIONS FOR THE NEW RESIDENTIAL ZONE TO  
REPLACE THE EXISTING RESIDENTIAL DISTRICT (R5) IN SPECIFIC BLOCKS  
(2 1/2 STOREY TOWNHOUSES) (AREA TO BE REZONED)  
(ALBERT AND PENDER STREETS)

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Height of Buildings: 9.0 metres (29.53 feet) or 2 1/2 storeys.

Lot Area and Width: Permit redevelopment on an assembly of two typical small size lots in the Hastings Street Area with a minimum frontage of 20 m (66 feet).

Floor Area Ratio: 0.9 F.A.R.

Front Yard: 6.0 metres (19.69 feet.)

Side Yards: 1.5 metres (4.92 feet) mid-block and 3.0 metres (9.84 feet) at corners.

Rear Yard: 10.5 metres (34.49 feet).

Maximum Building Frontage: 17 m (55.7 feet)

Off-Street Parking: Off-street parking should be provided to meet the requirements of the Zoning Bylaw. Parking may be underground, in surface lots, or in accessory buildings, with access from the lane.

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COMPREHENSIVE DEVELOPMENT OF SPECIFIC  
BLOCKS FOR 3 1/2 STOREY TOWNHOUSES  
(ALBERT AND PENDER STREETS)

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A number of the blocks in the Hastings Street Area are considered to be suitable for rezoning under the Comprehensive Development Districts (CD) with a form of development tailored to the specific needs of the site and its proposed uses.

The blocks indicated for CD rezoning were selected to meet at least one of the following criteria:

1. The block already contains some land assemblies which suggest that a substantial portion of the block could be assembled.
2. The block already supports some CD zoning.
3. The block faces RM3 or CD apartments across the street, suiting it for higher densities from an urban design standpoint.

The following guidelines should be applied to CD rezoning applications for the blocks indicated on the map:

1. The minimum development site to be at least 40.23 metres (132 feet) in width. Exceptions should be considered for sites less than the minimum recommended width in the case of sites locked in between existing development and existing or approved CD development and a street intersection. A maximum building length of 50m (164 feet) is to be provided to reduce the mass of buildings and to provide breaks in long buildings.
2. Heights to 12.0 metres (39.37 feet) or 3 1/2 storeys to be permitted.
3. Densities to 1.1 F.A.R.
4. The minimum front and side yard setbacks to conform to the RM3 zone. However, the rear setback would be relaxed to achieve the permitted density.
5. Building massing, materials, and design to complement the character of adjacent existing uses.
6. Affordable housing and housing for seniors is encouraged.
  - . This section will require clarification and adjustment with a view to reflecting discussion by the Hastings Street Advisory Committee concerning conformity to existing building forms and siting.

THE "URBAN RENEWAL" SITE - A SPECIAL CASE

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The "urban renewal" site in the 3800 block on the south side of Hastings Street is a special case in several regards:

1. It is a unique site in the Hastings Street Area which is suitable for a comprehensive development which encompasses both a commercial and a residential block and where it would be appropriate to close the lane.
2. It is largely in municipal ownership, a situation which makes it possible to use a portion of the site for social or non-market housing.
3. It is adjacent to the Ingleton Terrace development and could be suitable for a denser form of development than is suggested for other blocks in the study area.
4. The land within the entire block slopes dramatically from the northeast corner downward to the southwest corner, creating a potential to accommodate some development density below the level of grade at Hastings Street. Furthermore, this slope also would permit some residential units on the Hastings Street side to gain views over units fronting on Pender Street towards the spectacular scenery to the southwest of the site.

It is, therefore, proposed that the "urban renewal" site be rezoned for the purposes of housing a portion of which is to be affordable at a density (Floor Area Ratio) of up to 1.7. The site is recommended to be developed with townhouses, stacked townhouses, low-rise apartments, or a combination of these forms. The buildings fronting on Hastings Street should be a maximum of six storeys in height. The retail continuity of Hastings Street should be maintained at ground level. Buildings facing on the Pender Street frontage should be a maximum of 3 and 1/2 storeys.

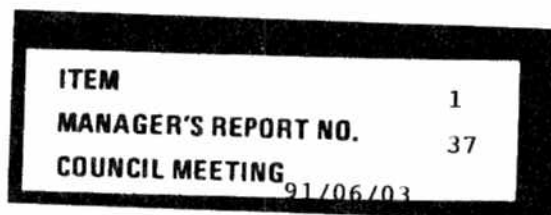
The recommended form of development should seek to achieve the following design objectives:

1. The massing of the development should appear as a grouping of buildings over the block rather than as one monolithic structure.
2. An effort should be made to maintain a view through the site to the south for pedestrians on Hastings Street in at least one place.
3. A substantial open space should be achieved on site as an amenity for the residents of the block.

Retention of Stable R5 Blocks

Lastly, it is proposed that a number of the blocks which are currently zoned R5 Residential District be retained (refer to map). These blocks were identified based on the following criteria:

1. They are comprised of generally well-maintained single family homes. In some cases, the block contains some new dwellings.
2. They face and/or back onto other blocks of stable R5 residences. On this basis, they are part of a larger area of stable R5 zoning.



#### 4. TRAFFIC

##### Existing Situation

The Hastings Street Area has a number of traffic-related problems. Hastings Street itself is a major Provincial highway which carries high volumes of traffic, especially at peak times. This volume of traffic has negative effects on the commercial area including impacts on the level of pedestrian comfort and discouraging shoppers from crossing Hastings Street.

The traffic issues associated with Hastings Street need to be addressed on a regional and municipal basis beyond the scope of the Hastings Street Area Plan. Nevertheless, the solutions which are negotiated for Hastings Street will strongly affect the value of the land use plan.

There have been discussions between the Provincial government and the municipality regarding the potential removal of on-street parking and turning restrictions along Hastings Street to increase its vehicular capacity at peak periods. These decisions would have serious consequences for the viability of the commercial uses along Hastings. The shops on Hastings benefit from the availability of easily accessed on-street parking. Loss of this parking would inevitably decrease their business. Turning movements would be further restricted which could also negatively affect business viability. Furthermore, the row of parked cars at the curb lends a sense of security to pedestrians along Hastings Street's narrow sidewalks. Loss of this important pedestrian buffer would significantly reduce the amenity level for shoppers on foot.

The residences along Albert and Pender Streets also suffer from some traffic impacts. Commuters use these streets to reach their destinations faster than they can on Hastings when it is clogged with traffic. Traffic management measures may be needed in order to mitigate traffic impacts on both Pender and Albert as well as parallel local streets to the north and south.

##### Recommendations for Change

The Hastings Street Land Use Plan recommends several changes to zoning and land use which indirectly address the traffic problems along Hastings Street and along Pender and Albert. One key provision of the proposed new zoning is the establishment of a building setback which will, over a number of years, create a wider, more comfortable sidewalk for pedestrians.

Additional on-street parking is proposed on side streets perpendicular to Hastings Street. Angled parking on these side streets, recommended to maximize the number of parking spaces, may help to reduce short-cutting through the residential neighbourhoods.

The success of the Hastings Street Area Plan is dependent on the improvement of transportation capacity across Burnaby. It is critical that high capacity alternatives to Hastings Street be offered to commuters in the Northeast Sector heading for Vancouver and other destinations west of the Hastings Street Area. These transportation improvements should include increases in the capacities of both the Lougheed Highway and the 401 Freeway through widening. Even more critical is the introduction of a form of rapid transit serving North Burnaby, Port Moody, Coquitlam, and communities to the east which operates on its own right-of-way separate from the Hastings Street right-of-way. A separate rapid transit route would serve to relieve Hastings Street of both some commuter traffic and much of its bus traffic.

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5. PARKING

Existing Situation

The present parking situation relies heavily on the on-street parking available on Hastings Street itself. This is typical of a retail shopping area located on a major commuter route. The parking on Hastings is supplemented by a number of small parking lots scattered through the area, by the large Safeway parking lot, and by on-street parking in the right-of-way of MacDonald in the block immediately south of Hastings.

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Over the past years, the number of on-street parking spaces on Hastings has been eroded as spaces have been removed to create bus stops and turning bays. To some extent, these parking spaces have been replaced by other municipal parking through the reconstruction of MacDonald south of Hastings and the development of the lot immediately west of the MacDonald on-street parking. Nevertheless, the loss of on-street parking has been felt by businesses on Hastings, especially those immediately adjacent to these removals.

The comprehensive development plan approved for the old Eagle Ford site in the 4100 block on the north side of Hastings includes the reconstruction of Carleton to include 21 parking spaces within the right-of-way using 90 degree-angled parking.

Recommendations for Change

It is recommended that additional parking spaces be created within the Hastings Street Area to supplement the existing spaces for the benefit of the commercial uses along Hastings. Two categories of new parking opportunities are recommended: additional on-street parking on side streets adjacent to Hastings achieved by introducing angled parking and more off-street parking lots throughout the study area.

Parking on Side Streets

On-street parking on some of side streets perpendicular to Hastings Street is identified as a means of increasing parking which could be implemented fairly quickly. It is important to restructure a number of side streets simultaneously to create a situation where both residents of the area and commuters who are unfamiliar with the area recognize that there is a marked improvement in the quality and availability of parking in the area.

The side streets which are recommended for use for angled parking are (refer to map of proposed parking):

North Side of Hastings	South Side of Hastings
Ingleton	Carleton
MacDonald	Madison
Madison	
Rosser	

The configuration of parking in each of the above side street locations should achieve the following guidelines:

1. Wide concrete sidewalks with curbs should be provided which also serve the function of curb stops.
2. Street trees should be planted on both sides of the street, where appropriate.

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3. Low plantings should be installed in the 6 metre area from the property line at the street intersections where car parking is not permitted, if vehicular circulation is not impeded.
4. Lane crossings and driveways should be respected.
5. Both one-way and two-way traffic flow should be considered for each location and the approach selected should reflect both safety considerations and the circulation needs of nearby residents.

The above guidelines should also apply to MacDonald south of Hastings Street which has angled parking already.

#### Off-Street Parking Sites

It is recommended that a number of sites which are considered appropriate for off-street parking lots should be recognized in the Land Use Plan. Off-street parking lots will be needed in the future for two reasons:

1. In the longer term, additional parking to support the commercial uses on Hastings Street will be needed to augment the available on-street parking.
2. New parking lots will need to be created using the parking fund to provide spaces for developments where owners opt for a cash in-lieu payment as a permitted alternative to providing the required number of off-street parking uses for the commercial uses included in the development.

#### Potential Parking Structure on MacDonald at Pender

(north west corner)

The existing parking lot on municipally-owned property immediately south of the public open space on the southwest corner of Hastings and MacDonald has significant potential for substantially more parking when combined with the municipally-owned site immediately to the south at the northwest corner of Pender and MacDonald. The southward slope to the land in this area could be taken advantage of to create a parking deck with at-grade access from MacDonald. Below this deck, another level of parking could be built with at-grade access from Pender.

This arrangement has the substantial benefit that both levels of parking would be visible from adjacent sidewalks making them more acceptable and attractive to users concerned with their personal safety.

It is recommended that a shallow strip of retail shops should be included in the development of this parking structure, fronting on the public open space on Hastings Street. Inclusion of these small retail units would have two advantages: they would introduce pedestrian interest into the public open space and they would help to finance the parking structure by returning some income over time.

It would also be acceptable to develop social housing on this site. The desirability of both public parking and retail continuity should, however, be considered in any development proposal for this site.

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Use of the Lanes

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In the distant future, one other parking strategy is available for implementation: the upgrading of the lanes behind the commercial uses along Hastings Street. Utilization of lanes in commercial areas for pedestrian circulation and consolidated parking lots has been a successful solution to parking constraints in other shopping districts in the region. However, in the case of Hastings Street, it is seen to be an approach which should be considered only after other, higher priority objectives have been achieved, including the revitalization of the Hastings streetscape and the implementation of the side street parking improvements.

The potential for more pedestrian-oriented commercial lanes may be enhanced by encouraging new developments along Hastings to include, where feasible, a public pedestrian pass-through between Hastings and the lane behind. It would be desirable to achieve at least one such pass-through in each block, especially in the core area. The encouragement of pass-throughs by excluding them from F.A.R. calculations or parking requirements is recommended for the new commercial zoning. Easements in favour of the Municipality could be required.

New commercial buildings on Hastings Street should be encouraged to provide a rear entry for the public off the lane to allow for increased use of the lanes over time.

6. PEDESTRIAN AMENITIES

Existing Situation

At present, the pedestrian amenities are few in the Hastings Street Area. The sidewalks are narrow and have been repaired and patched over time. The one pedestrian amenity of significance in the area is the public open space on the southwest corner of Hastings and MacDonald. Unfortunately, this space tends to be poorly utilized since it lacks lively, pedestrian interest.

The low level of pedestrian amenity has negative consequences for both the number of shoppers which the commercial area attracts and the success of new residential development in the Hastings Street Area which depends on the overall attractiveness of the commercial area with which it is associated.

The Hastings Merchants Association is well aware of the need to improve the appearance and pedestrian amenities in the commercial area. Their intent is to proceed with a Downtown Revitalization Program as soon as the Hastings Street Area Land Use Plan is in place. The merchants have already acted to introduce banners on the light poles along Hastings to increase the profile and image of the shopping area.

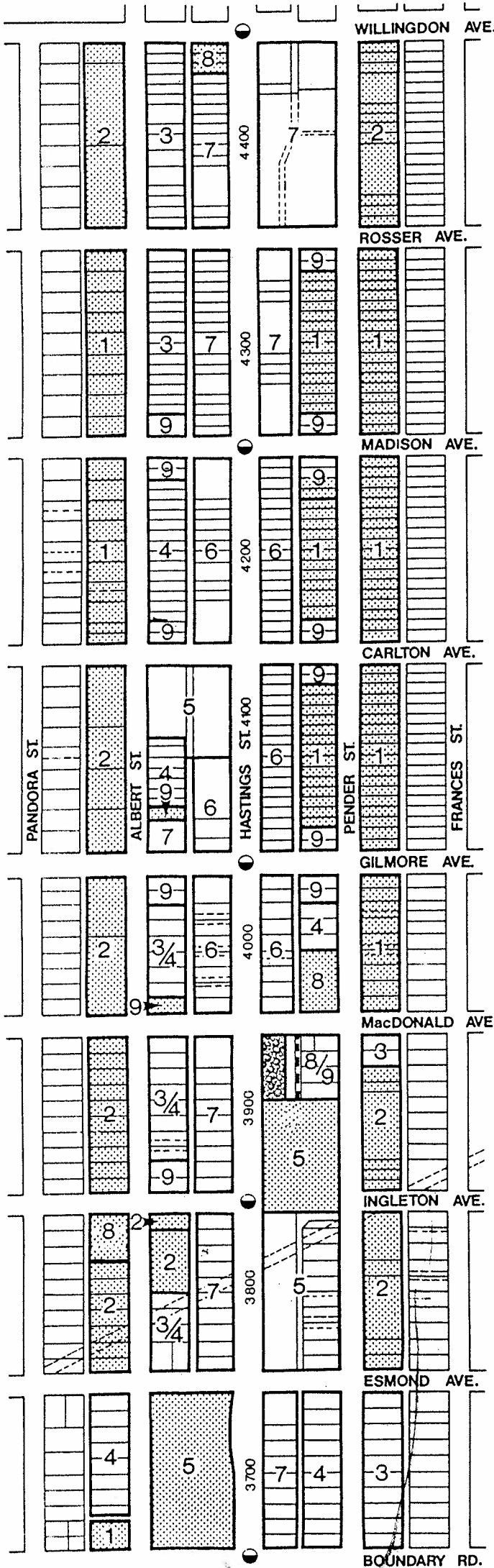
Proposals for Change

The Downtown Revitalization Program will be an important tool in improving the appearance of the Hastings Street commercial area. A number of other tools for improving the pedestrian environment on Hastings Street are included in the Land Use Plan. These include the implementation of front setbacks to achieve wider sidewalks over a number of years and to permit the installation of canopies and other types of weather protection within the property line.



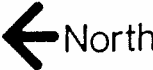
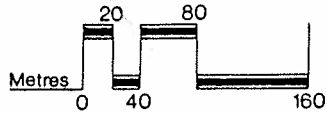
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The new commercial zoning will serve to increase pedestrian interest for shoppers along Hastings Street through such provisions as restricting the permitted uses to those which enliven the street, limiting store front widths, and encouraging residential uses above the ground level. Recommendations to use the side streets for angled parking to support the commercial uses on Hastings will also help with the beautification of the area with added landscaping and street trees.



### Hastings Street Area Plan

- Legend:**
- 1 ▶ Single and Two Family Dwellings (Retained)
  - 2 ▶ Low Rise Multi Family Residential
  - 3 ▶ Single, Two Family Or 2 1/2 Storey Townhousing
  - 4 ▶ 3 1/2 Storey Townhousing
  - 5 ▶ Comprehensive Development (CD)
  - 6 ▶ Core Commercial
  - 7 ▶ Non-Core Commercial
  - 8 ▶ Institutional
  - 9 ▶ Parking
  - ▶ Park
  - ▶ Existing
  - ▶ Existing Traffic Signal



### Community Plan Three